

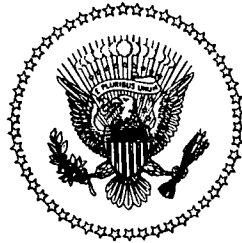
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LAW BRANCH

Weekly

Compilation

of

PRESIDENTIAL DOCUMENTS



Monday, May 23, 1977
Volume 13-Number 21
Pages 723-766

the White House itself, recycled paper will be used wherever practicable as soon as present stocks of paper have been exhausted. I am instructing the Administrator of the General Services Administration and the heads of other appropriate federal agencies to institute a waste paper recycling program wherever practicable by the end of this calendar year. I am also instructing the GSA to revise its paper-product specifications to encourage the purchase of more recycled paper.

PEST MANAGEMENT

For several decades, chemical pesticides have been the foundation of agricultural, public health, and residential pest control. Approximately 1400 different chemicals are used in pesticide products, and some of these, as we have begun to discover, impose an unacceptable risk to our health and our environment.

To improve the safety and effectiveness of pest management, I am recommending two measures—one a short-term legislative step, and the other a long-term change in the way we approach this problem.

(1) I am asking the Administrator of the Environmental Protection Agency to work with the Congress in enacting an amendment to the Federal Insecticide, Fungicide, and Rodenticide Act which would allow the EPA to regulate directly these 1400 active chemical ingredients, rather than the 40,000 different commercial products which contain them in varying amounts. This change will help speed the registration of safe and desirable pest control compounds, and it will permit swifter revocation of registration for those which pose unwarranted risks.

(2) I am instructing the Council on Environmental Quality, at the conclusion of its ongoing review of integrated pest management in the United States, to recommend actions which the federal government can take to encourage the development and application of pest management techniques which emphasize the use of natural biological controls like predators, pest-specific diseases, pest-resistant plant varieties, and hormones, relying on chemical agents only as needed.

II. ENERGY AND THE ENVIRONMENT

In countless ways, our environment is affected by the production, distribution, and use of energy. Some of these—for example, the need to control oil tanker pollution and the need to restrict plutonium technology—I have already discussed in specific messages to the Congress. Others are implicit in my energy proposals, since the act of reversing our present wasteful energy practices will itself have many beneficial consequences for the environment. The transition to renewable energy sources, particularly solar energy, must be made. But it will take time. Meanwhile we should satisfy our energy needs from existing sources, both fossil and nuclear, in a safe and environmentally acceptable way. In particular, my Energy

Plan outlined a number of steps this Administration will take to deal with domestic nuclear safety and spent fuel storage: an improved inspection program; mandatory reporting of all mishaps and failures; development of improved siting criteria; a review of the entire licensing process; and a review of the Energy Research and Development Administration's radioactive waste management program. The decisions we make about energy in the next few years will influence the environment of our country for generations.

THE OUTER CONTINENTAL SHELF

The oil and gas under federal ownership on the outer continental shelf must be developed in an orderly manner, reconciling the nation's energy needs with the fullest possible protection of the environment.

Amendments to the OCS Lands Act now being considered by the Congress, with provisions proposed by the Administration, will provide important new authority to the Secretary of the Interior. I urge expeditious passage of legislation to regulate the outer continental shelf, and in particular I favor provisions which would:

- Permit full evaluation of the effects of oil production, and cancel leases or terminate operations when harm or damage to the environment outweighs the advantage of continued operations;
- Improve consultation with states and communities to assure that they have a real role in decisions which affect them;
- Require industry to use the best available economically achievable safety and pollution control technology in operations in the outer continental shelf.

In addition to new legislation, certain administrative steps should be taken in this area. The first is to assess the size and scheduling of the OCS program. The Secretary of the Interior has already revised this program through 1978 to reflect reasonable production objectives, as well as the various environmental considerations in each OCS region.

As the Secretary now proceeds to reevaluate the longer-term OCS program, I have directed him to work closely with the Governors of affected coastal states to guarantee that proposals for the timing and sequence of offshore lease sales are reasonable, not only in a technological sense but also in economic, social, and environmental respects. Because the Alaskan outer continental shelf is particularly sensitive and controversial, I am directing him to give special emphasis to it. I have also asked him to work closely with the Secretary of Commerce as she identifies potential marine sanctuaries in areas where leasing appears imminent.

To obtain fuller knowledge about the environmental impact of leasing and production, and to increase participation by the states in the process of decision, I have further directed the Secretary of the Interior to:

- Establish an OCS Information Clearinghouse to receive inquiries about federal OCS activity;
- Develop regulations, operating orders, and lease provisions specifying the information required from industry about both the offshore and onshore impacts of prospective development;
- Facilitate cooperative planning among industry, the Interior Department, the Department of Transportation, and the states for lease development, pipeline locations, pipeline standards, and onshore facilities;
- Establish procedures for compliance with the National Environmental Policy Act in connection with development plan approvals.

Because OCS activities should be administered in the most orderly way possible, I am directing the Secretary of the Interior to study carefully the prospect of reorganizing his Department's management of these valuable resources.

He and the Administrator of the Environmental Protection Agency should also coordinate their respective regulatory activities to ensure that exploration and development are not delayed by procedural confusion.

COAL

As our nation increasingly turns to coal as a replacement for our dwindling supplies of oil and gas, we must be sure that we will not fall short of the goals we have established to protect human health and the general environment.

Essential to environmentally sound use of coal is the expeditious passage of strong national strip mine legislation. My Administration has submitted to the Congress amendments by which alluvial valley floors, prime agricultural lands, and the mountains and valleys of Appalachia can be protected. These improvements, together with the comprehensive reclamation, administrative and enforcement provisions of the bill, will allow increased reliance on coal without sacrificing the environment. I urge final approval of this legislation in its strongest form. The Department of Interior has already begun preparations to implement the bill when it becomes law.

In the near term the switch to coal must be accomplished with currently available technology. In my Energy Plan I recognized that pollution control technology for direct combustion of coal is not fully adequate and directed that federal research be increased in certain key areas.

In the longer term, we must be sure that technological advances, such as conversion of coal to synthetic fuels, do not create undue environmental and health risks.

Accordingly, I am directing the Administrators of the Energy Research and Development Administration and the Environmental Protection Agency, and the Secretary of Health, Education, and Welfare to establish a joint program to identify the health and environmental effects of each advanced technology that is the subject of federal research and development.

I am also directing the Administrators of the Energy Research and Development Administration and the Environmental Protection Agency jointly to develop procedures for establishing environmental protection standards for all new energy technologies. These procedures should be agreed upon within one year.

Because extensive use of coal requires huge amounts of water, I am directing the Secretary of the Interior to prepare a nationwide evaluation of the water supply needs and availability for development of various energy resources. He should prepare his report in cooperation with the Water Resources Council, the Administrator of the Energy Research and Development Administration, and other federal agencies.

The newly enacted Coal Leasing Amendments and the Federal Land Management and Policy Act provide the Secretary of the Interior with the necessary authority to carry out environmentally sound, comprehensive planning for the public lands. His duty now is to implement an affirmative program for managing coal lands and associated resources in a manner that fully protects the public interest and respects the rights of private surface owners.

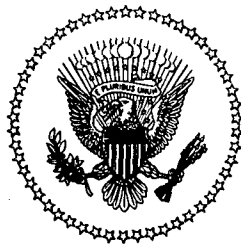
To accomplish this, I am directing the Secretary of the Interior to manage the coal leasing program to assure that it can respond to reasonable production goals by leasing only those areas where mining is environmentally acceptable and compatible with other land uses. Specifically:

- The Secretary of the Interior, using environmental reviews, coal assessments, and indications of market interest, should determine which lands are appropriate to offer for lease.
- Land use plans should be completed before a decision to offer specific tracts for sale.
- No tract should be leased unless the Secretary is satisfied that the environmental impact of mining would be acceptable and that the federal government will receive a fair market value for the lease.

In response to concern about the large numbers of non-producing federal coal leases in the Western states, I am directing the Secretary of the Interior to scrutinize the existing leases (and applications for preference right leases) to determine whether they show prospects for timely development in an environmentally acceptable manner. He should take whatever steps are necessary to deal with nonproducing and environmentally unsatisfactory leases and applications. These may include the following:

- Exchange of environmentally unsatisfactory leases or applications for environmentally acceptable coal lands of equivalent value;
- Reassessment of the basis for granting or denying preference right leases;
- Submission of legislation to authorize the condemnation of outstanding rights upon payment of reasonable

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JAN 31 1978

LAW BRANCH

Monday, January 23, 1978
Volume 14-Number 3
Pages 67-150

the Congress recognizes the seriousness of our energy problem and will act expeditiously on this program early this year. Securing passage of an acceptable energy bill—one which is fair to consumers, provides needed energy savings, and is prudent from a fiscal and budgetary standpoint—will continue as our highest and most urgent national priority in 1978.

Energy Statutes and Actions

We have already begun to lay a strong foundation for implementation of a national energy policy. In 1977 we took steps to put in place important policies and structural reforms needed to meet our energy goals:

—Creation of a new Department of Energy which combines, for the first time, major governmental functions of energy research, regulation, pricing policy, information collection and dissemination, and overall policy development. Without a strong organization, we would not hope to implement a comprehensive national policy.

—Congress has approved our proposed route for a pipeline to bring natural gas from the North Slope of Alaska to the lower 48 states.

—Passage of the Emergency Natural Gas Act to cope with the hardships of last winter's freeze and assure that high priority gas users were not cut off during supply emergencies.

—Funding of more than \$4 billion to store the first 500 million barrels of oil in a strategic petroleum reserve. We have already begun to fill that reserve, and we remain committed to a 1 billion barrel strategic reserve by 1985.

Outer Continental Shelf Legislation

Legislation to improve the management of the Outer Continental Shelf for oil and gas development is a major item of un-

finished business pending before Congress. Prompt passage is necessary so that we can have the benefit of the new law as we move to open more offshore areas to development and production. This bill mandates long-needed reforms in the leasing program to provide for the necessary development of offshore oil and gas while enhancing competition among oil companies, assuring that the public receives a fair return for the sale of the public's oil and gas resources, and protecting our marine and coastal resources.

Nuclear Energy

The United States has also advanced a policy to prevent the proliferation of nuclear weapons around the world. An International Nuclear Fuel Cycle Evaluation has been established with wide international participation to examine alternatives to existing proliferation-prone technologies. In addition, legislation was proposed last year to establish better controls on export of nuclear fuels and technologies. We will work with Congress to secure passage of that legislation early in 1978.

Our commitment to preventing the spread of nuclear weapons has led us to reorient our own domestic nuclear policies. I have deferred indefinitely the commercial reprocessing of spent nuclear fuel and plutonium recycling.

The Clinch River Plant itself would waste more than \$2 billion while teaching us little that we do not already know, or cannot learn from our existing nuclear research and development program. I have recommended that the Clinch River Breeder Project be stopped, because it represents a premature and unwise commitment to commercialization of technology that we do not now need.

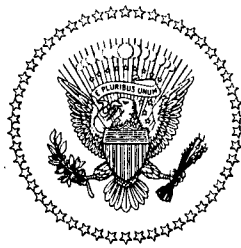
However, we intend to continue to develop the nuclear energy the Nation needs.

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OCT 2 1978

LAW BRANCH

Monday, September 25, 1978
Volume 14-Number 38
Pages 1519-1573

Senator John Danforth of Missouri, whom I commend for having originated the resolution, chose April 28 and 29 because it was on these dates, in 1945, that American troops liberated the Dachau concentration camp. The dates chosen by Senator Danforth and embodied in this resolution thus aptly symbolize both the horror of genocide and the imperative to fight against it.

During the next few months, the President's Commission on the Holocaust will study ways in which this commemoration can best be observed, and I will issue an appropriate proclamation next spring. In the meanwhile, I wish to commend Senator Danforth, Representatives Wright, Rosenthal, Rhodes, and Vander Jagt and their colleagues, who joined in securing passage of H.J. Res. 1014.

NOTE: As enacted, H.J. Res. 1014 is Public Law 95-371, approved September 18.

Outer Continental Shelf Lands Act Amendments of 1978

*Statement on Signing S. 9 Into Law.
September 18, 1978*

I am signing into law today S. 9, the Outer Continental Shelf Lands Act Amendments of 1978.

Since its enactment in 1953, the Outer Continental Shelf Lands Act has provided basic authority for Federal management and development of the resources of the Outer Continental Shelf (OCS). During that time, over 16 million acres have been leased for oil and gas exploration and development. Oil and gas production from the OCS accounted for approximately 10.2 and 18.7 percent, respectively, of total domestic production of these vital resources in 1977. As part of this Nation's

long-term energy program, significant additional areas are on the planning schedule for possible leasing over the next several years.

As the pace of OCS exploration and development activity has accelerated in recent years, growing concern has been expressed over its effects on coastal areas as well as the degree of competition for OCS leases within the energy industry. There has been uncertainty and controversy over the rate and location of OCS leasing and development, and States and localities have sought a greater voice in Federal OCS management. As the result of several years of hard work by the Congress, the States, the administration, industry and labor, and various concerned citizens groups, S. 9 is designed to provide a new and more effective balance between these concerns and the Nation's need for timely energy development. I am very pleased to sign these much-needed amendments into law.

The bill mandates significant changes in existing law to improve environmental safeguards, to promote greater cooperation between the Federal Government and States and localities, to reduce barriers to OCS activity on the part of small- and medium-sized energy firms, and to ensure safe working conditions for those employed on the OCS. I am convinced that by reducing the great uncertainty associated with many aspects of the OCS program in recent years and by placing proper emphasis on environmental protection and other important objectives, this legislation will provide the needed framework for moving forward once again with a balanced and well-coordinated leasing program to assure that OCS energy resources contribute even more to our Nation's domestic energy supplies.

I am also pleased that the Congress has adopted a liability and compensation system for cleanup costs and damages caused by OCS oil spills which is generally in line with the more comprehensive legislation previously proposed by my administration. However, I continue to urge expeditious congressional action on more comprehensive legislation (H.R. 6803) which would appropriately extend coverage to virtually all oil pollution in our coastal and internal waters.

Among the many provisions I fully support there are a few about which I am concerned. First, there is a substantial increase in the annual appropriation authorization for coastal energy impact formula grants to States affected by OCS activities. While this is an essential program and I support it, in the annual appropriation process I will have to carefully weigh budget limitations and the very real needs which do exist in coastal areas affected by OCS development. Second, as outlined in my special message to Congress of June 21, 1978, I have strong constitutional and policy objections to the reservation of authority by the Congress to veto certain executive branch actions—in this case, decisions to permit the export of OCS oil and gas and to utilize lease bidding systems other than those specifically described in S. 9. I intend to treat both of these provisions as “report and wait” requirements.

Aside from these concerns, however, I applaud the passage of S. 9, which is an important part of our energy program. I congratulate all those who contributed to the passage of this important legislation, particularly Chairmen Jackson and Murphy and the other members of the Senate and House committees who helped fashion this bill. Work began long before I came

into office, but I am proud to participate in bringing this important effort to a conclusion.

NOTE: As enacted, S. 9 is Public Law 95-372, approved September 18.

District of Columbia Appropriation Act, 1979

*Statement on Signing H.R. 13468
Into Law. September 18, 1978*

Today I have signed H.R. 13468, which makes appropriations for the government of the District of Columbia. This bill appropriates both funds generated locally by the District and Federal funds for loans and direct payments to the District.

Congress recently took a historic step toward granting the citizens of the District equal standing with other American citizens by approving a proposed constitutional amendment to grant the District full voting representation in the Congress. If we are to make equal rights and home rule a reality for the District, we must also bring stability and predictability to the Federal payment process.

The Federal payment is intended to offset the effects of the Federal presence on the District's revenues. As such, it should be determined on a fair, objective basis and not arbitrarily changed from year to year. I favor the establishment of a formula which would consider the various factors involved in the Federal presence to determine the appropriate amount of the payment each year. My administration is working with the Congress and the District government to develop such a formula.

In signing this appropriations bill, I wish to reaffirm my commitment to the